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Message Text

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ACTION IO-10

INFO OCT-01 EUR-12 NEA-10 ISO-00 PM-04 NSC-05 SP-02 SS-15

CIAE-00 INR-07 NSAE-00 INRE-00 NSCE-00 SSO-00 L-03

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O P 080029Z OCT 75
FM USMISSION USUN NY
TO SECSTATE WASHDC IMMEDIATE 2685
INFO AMEMBASSY CAIRO PRIORITY
AMEMBASSY TEL AVIV PRIORITY
AMEMBASSY MOSCOW

S E C R E T USUN 4834

E.O. 11652: GDS
TAGS: PFOR,UN, XF, MARR
SUBJECT: RECOMMENDATIONS FOR US POSTURE IN SECURITY COUNCIL DEBATE ON UNEF EXTENSION

REF: A. USUN 4763

B. USUN 4764
C. CAIRO 9954

1. THE FORTHCOMING SECURITY COUNCIL CONSIDERATION OF UNEF WILL ALMOST CERTAINLY RAISE PROBLEMS UNLIKE THOSE AT OTHER POST-1973 FORCE RENEWALS, PRINCIPALLY BECAUSE OF SOVIET HOSTILITY TO THE SINAI AGREEMENT. WE OUTLINE BELOW SOME OF THE PROBLEMS WE FORESEE, AND RECOMMEND WAYS OF HANDLING THEM.

2. TIMING OF THE DEBATE. ABOUT ONE WEEK BEFORE THE OCTOBER 24 EXPIRATION WOULD SEEM ABOUT RIGHT FOR SC CONSIDERATION TO BEGIN. THIS IS ABOUT MIDWAY BETWEEN TOO MUCH TIME, ALLOWING SOVIET HARRASSMENT TO WEAR DOWN THE COUNCIL TO COMPROMISE, AND TOO LITTLE TIME, WITH ITS RISK OF NOT COMPLETING DEBATE BEFORE THE MANDATE EXPIRES. SINCE THE

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SECRETARIAT AND SC PRESIDENT BOTH SEEM TO BE THINKING

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ALONG THESE LINES, THERE IS LITTLE THE US NEED DO
EXCEPT TELL THEM AND COUNCIL MEMBERS THAT WE THINK THIS
IS THE RIGHT TRACK. (OCTOBER 16-17 BEGINNING OF SC DEBATE
DOVETAILS WITH EXPECTED DATE OF SYG'S REPORT.)

3. THE SECRETARY GENERAL'S REPORTS. AS WE HAVE REPORTED,
THE SECRETARIAT INTENDS ISSUING TWO REPORTS, ONE THEY HOPE
THIS WEEK AFTER SIGNATURE OF THE AGREEMENT, THE SECOND
PROBABLY OCTOBER 15.
A. THE POINT OF THE FIRST REPORT IS TO COVER
THE SYG BY INFORMING THE COUNCIL THAT UNEF IS UNDERTAKING
NEW FUNCTIONS IN A NEW AREA (I.E. ESCORINT TECHNICIANS TO
THE SOURTHERN OIL FIELDS.) SUCH A REPORT COULD PROMPT
THE USSR TO CALL FOR IMMEDIATE SC CONSULTATIONS ON THE
PROPRIETY OF UNEF ASSUMING THESE RESPONSIBILITIES WITHOUT
FORMAL COUNCIL APPROVAL. WE ACCORDINGLY RECOMMEND THE
DEPARTMENT CONSIDER INSTRUCTING US TO SUGGEST TO USYG
URQUHART THAT THE SECRETARIAT NOT ISSUE AN INITIAL REPORT,
GETTING AROUND POSSIBLE SOVIET CHARGES OF LACK OF SC AUTHORITY
BY USING UNTSO RATHER THAN UNEF PERSONNEL FOR PRE-OCTOBER 24
DUTIES.

B. WE BELIEVE IT WOULD BE USEFUL TO DISCUSS THE
SECOND, OR MAJOR, REPORT WITH URQUHART AS WELL. THE
SECRETARIAT IS OF COURSE AWARE OF THE NEED TO MAKE THE REPORT
AS GENERAL AND UNCONTROVERSIAL AS POSSIBLE, AND INDEED THEY
ARE PAST MASTERS AT THIS. NEVERTHELESS, THE UN WOULD
DOUBTLESS WELCOME ANY SPECIFIC THOUGHTS THE US MIGHT HAVE.

FOR EXAMPLE, WE COULD SUGGEST
THAT ARTICLE IV OF THE AGREEMENT, ENUMERATING THE
PRINCIPLES GOVERNING DEPLOYMENT OF FORCES, MIGHT BE
REFERRED TO AS THE BASIS FOR THE SYG'S PROPOSED ACTIONS
FOR UNEF--THUS AVOIDING ANY IMPLICATION THAT THE UN APPROVES
THE AGREEMENT AND THAT A SOVIET (OR IRAQI OR CHINESE) VOTE
IN FAVOR OF THE EXTENSION RESOLUTION IMPLIES ENDORSEMENT
OF THE AGREEMENT AS A WHOLE.

3. THE RESOLUTION. THE OPTIMUM RESOLUTION WOULD IN OUR
VIEW BE IDENTICAL TO THE LAST UNEF EXTENSION RESOLUTION
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(SC RES 371 OF JULY 24) WITH THE EXCEPTIONS THAT A) THE
DURATION WOULD BE FOR ONE YEAR AND B) A PHRASE WOULD BE ADDED TO THE
PREAMBULAR PARAGRAPH ON THE SYG'S REPORT READING, "...AND
APPROVES THE RECOMMENDATIONS THEREIN." WE RECOMMEND
THAT WE BE AUTHORIZED TO REQUEST THE SC
PRESIDENT TO PROPOSE SUCH A RESOLUTION TO THE PARTIES, AND
IF ACCEPTABLE TO THEM, ASK THE NON-ALIGNED SC MEMBERS TO PUT
IT FORWARD AS THEIR WORKING PAPER AS THEY HAVE DONE

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PREVIOUSLY. THE FINAL STEP WOULD BE FOR THE PRESIDENT TO PRESENT THE RESOLUTION WITHOUT SPONSORS.

4. DURATION OF THE MANDATE. AT PRESENT IT APPEARS THE MOST TROUBLESOME PART OF THIS RENEWAL MAY BE SOVIET INSISTENCE ON A SIX MONTH RATHER THAN ONE YEAR RENEWAL (REFTELS). THE BEST AMMUNITION TO COUNTER SUCH A SOVIET PLOY WOULD BE A LETTER FROM SADAT TO THE SYG REQUESTING A ONE-YEAR EXTENSION. ISRAELI ACQUIESCENCE TO ONE YEAR IN SOME FORM WOULD ALSO BE IMPORTANT. GIVEN THE CONSENSUAL NATURE OF UNEF, THE USSR WOULD IN OUR VIEW RECEIVE VERY LITTLE SUPPORT IN THE COUNCIL IF THE PARTIES AGREE TO ONE YEAR. ONE BONE THAT MIGHT BE THROWN THE SOVIETS AS A FALLBACK IS A PARAGRAPH IN THE RESOLUTION SETTING SIX MONTHS AS THE DATE FOR AN INTERIM REPORT FROM THE SYG ON THE MANDATE (SEE, E.G., THE FACE-SAVING COMPROMISE PARAGRAPH 6 OF SC RES 370 ON CYPRUS).

5. US POSTURE TOWARD SOVIET CRITICISM. US HAS IN OUR VIEW MORE TO GAIN FROM A POSTURE OF FORBEARANCE AND MODERATE RESPONSIVENESS TO SOVIET QUESTIONS THAN FROM A "IT'S-NONE-OF-YOUR-BUSINESS" ATTITUDE. AMB MALIK MAY SOON TIRE OF ASKING QUESTIONS WHEN HE FINDS THEM ANSWERED. HE MAY ALSO COME TO FEEL UNCONFORTABLE IN THE ROLE OF ANY UNINFORMED SUPPLICANT FOR FACTS ABOUT A MIDDLE EAST AGREEMENT. IF THIS GENERAL POSTURE IS AUTHORIZED, THE DELEGATION WILL OF COURSE REQUIRE EXTENSIVE BRIEFING MATERIAL TO BE IN A POSITION TO RESPOND TO THE USSR.
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